


MASS.
MA51.2.
IN8

★ UMASS/AMHERST ★



312066 0278 0658 0



State Employment & Training Council
Department of Manpower Development
Commonwealth of Massachusetts

791/252



The Commonwealth of Massachusetts

INTRODUCTION TO CETA:

A HANDBOOK FOR NON-CETA

ADMINISTRATORS

State Employment and Training Council

Department of Manpower Development

FEBRUARY 1979



Digitized by the Internet Archive
in 2014

https://archive.org/details/introductiontoce00mass_0



B. J. RUDMAN
ASSISTANT SECRETARY
OF ECONOMIC AFFAIRS
FOR MANPOWER DEVELOPMENT

*The Commonwealth of Massachusetts
Department of Manpower Development*

*State Manpower Services Council
Charles F. Hurley Building, 4th Floor
Government Center, Boston, Mass. 02114*

RALPH E. JORDAN
EXECUTIVE DIRECTOR
STATE MANPOWER
SERVICES COUNCIL

Greetings:

This booklet, Introduction to CETA: A Handbook for Non-CETA Administrators, is a brief introduction to the CETA system in Massachusetts. It was produced by the State Employment and Training Council staff, which operates within the Department of Manpower Development. The State Employment and Training Council (SETC) acts as an advisory body to the Governor and assists in the planning and coordination of employment and training programs in the Commonwealth.

For CETA to be successful, it is essential that key labor market participants -- management, unions, educational institutions, community-based organizations, -- become involved in all aspects of CETA, from the planning stages through the actual delivery of services. This booklet is intended to serve as a general reference for such groups and individuals.

Introduction to CETA: A Handbook for Non-CETA Administrators describes how the funding process works at the local level and the application process necessary to obtain CETA monies. It provides a directory of the appropriate CETA agency and personnel for every city and town in Massachusetts. A series of questions and answers regarding public service employment and a brief glossary of CETA terminology are also included. All of this information can assist non-CETA administrators in effective utilization of and participation in CETA programs.

CETA is designed to be decentralized, thus allowing local prime sponsors and subgrantees to vary their priorities and selection of services. If additional information is required, contact your local CETA office (a directory is included in this booklet) or the State Employment and Training Council, (617) 727-4344.

Since this handbook was originally published in November 1977, CETA has been amended and its titles reorganized. As a result, the State Employment and Training Council has issued this revised edition incorporating the new titles and regulations.

On behalf of the CETA system in Massachusetts, I welcome your interest in CETA and look forward to our mutual cooperation in the future.

Sincerely,

A handwritten signature in dark ink, appearing to read "R. E. JORDAN", with a stylized flourish extending from the end.

Ralph E. Jordan, Executive Director
State Employment and Training Council

TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	1
II. CETA TERMINOLOGY AND TITLES	2
III. APPLYING FOR CETA FUNDS	8
IV. PUBLIC SERVICE EMPLOYMENT	13
V. THE GOVERNOR'S SPECIAL GRANTS	16
VI. DIRECTORY OF MASSACHUSETTS PRIME SPONSORS	18

I. INTRODUCTION

The Comprehensive Employment and Training Act (CETA) of 1973 (PL 93-203, as amended)* is designed to aid the unemployed, underemployed, and economically disadvantaged. CETA is a decentralized program; it recognizes that areas differ in the composition of their labor force, in the character of local institutions, and in the nature and degree of unemployment and, thus, CETA transfers control over a large portion of federal revenues to state and local jurisdictions. Local decision-making allows program managers to operate employment and training programs which best correspond to the needs within their respective areas.

CETA is administered locally by "prime sponsors." Cities with a population of over 100,000 are automatically eligible for prime sponsorship and may receive funds directly from the U.S. Department of Labor. In Massachusetts, there are nine Prime Sponsors, eight of which (Boston, Brockton, Cambridge, Fall River, Lowell, New Bedford, Springfield, and Worcester) are cities or consortia with populations of over 100,000. The prime sponsors serve their cities and surrounding areas. The mayor or city manager of the lead city is responsible for the administration of the CETA program in each area.

The Governor serves as the "Balance of State" Prime Sponsor for the remaining areas of the Commonwealth. In order to increase local participation in the administration of the Governor's Balance of State allocation, seventeen consortia in the Balance of State area have been established, with the chief elected official (either the mayor or the chairperson of the board of selectmen) of the leading municipality within the consortium designated as the "subgrantee." The subgrantee establishes a local CETA office, hires a CETA Director and other staff, and receives funds from the Balance of State Prime Sponsor to serve the consortium area.

The U.S. Department of Labor (DOL) is the federal agency responsible for CETA. DOL receives the Congressional appropriation and allocates these funds to the prime sponsors based on formulas promulgated in the legislation. DOL also issues regulations based on the Act with which prime sponsors must comply. Generally, specific program priorities and policies are left to the discretion of the prime sponsors. Prime sponsors submit program plans in the form of grant applications to the Department of Labor, and formally assure their compliance with the regulations. The Department of Labor monitors the performance of the prime sponsors through its field staff of Federal Representatives. The Massachusetts prime sponsors are part of DOL Region I; the Region I office is located in the John F. Kennedy Federal Building in Government Center, Boston.

* CETA was reauthorized in October 1978 (P.L. 95-524). This reauthorization contains several amendments and a reorganization of the titles.

II. CETA TERMINOLOGY AND TITLES

In order to more fully utilize the information presented in this handbook, it will be helpful to have a working knowledge of the often-used terminology and the various titles included in the Act.

TERMINOLOGY

AREA OF SUBSTANTIAL UNEMPLOYMENT

This term designates any area of sufficient size and scope to sustain a public service employment program and which has an average rate of unemployment of at least 6.5 percent for the most recent 12 months as determined by the Secretary of Labor.

ARTIFICIAL BARRIERS TO EMPLOYMENT

This term refers to limitations in the hiring, firing, promotion, licensing, and other terms and conditions of employment which are not directly related to an individual's fitness or ability to perform the duties required by a position.

BALANCE OF STATE

The geographical areas of a state which are not eligible for CETA prime sponsorship and for which the state government serves as a prime sponsor.

COMMUNITY-BASED ORGANIZATION

This term refers to private, nonprofit organizations which are representative of communities or specific groups in communities and which provide employment and training services, agencies serving youth, union-related organizations, employer-related nonprofit organizations, neighborhood groups, community action agencies, community development corporations, vocational rehabilitation organizations and rehabilitation facilities.

CONSORTIUM

A group of independent units of local general-purpose government organized for joint planning and operation of employment and training programs in a single labor market area.

DISPLACED HOME MAKER

This term refers to an individual who has not worked in the labor force for a substantial number of years but has, during those years, worked in the home providing unpaid services for family members; has been dependent on public assistance or on the income of another family member but is no longer supported by that income or is receiving public assistance for dependent children (within 6 months of expiration of assistance); and is unemployed or underemployed and experiencing difficulty in obtaining or upgrading employment.

ECONOMICALLY DISADVANTAGED

The economically disadvantaged person is defined as one who is a member of a family which receives a cash welfare payment or has a total annual income, in relation to family size, that does not exceed the poverty level determined in accordance with criteria established by the federal Office of Management and Budget, or does not exceed 70% of the lower living standard income level established by the Bureau of Labor Statistics.

HANDICAPPED INDIVIDUAL

The term "handicapped individual" means any individual who has a physical or mental disability which for such individual constitutes or results in a substantial handicap to employment.

LABOR MARKET

For purposes of state and local planning, the geographical area in which a worker can travel in search of a job, within reasonable commuting distance of place of residence.

OFFENDER

The term "offender" means any adult or juvenile who is or has been subject to any stage of the criminal justice process for whom employment and training services may be beneficial or who requires assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction.

PRIME SPONSOR

A public or private corporate body eligible under federal criteria to contract directly with a federal agency for the operation of employment and training programs in a given locality. Under CETA, most prime sponsors are local governments which have populations of 100,000 or more in their jurisdiction. CETA also provides for consortium prime sponsors, composed of one or more independently eligible units of local government and other nearby units of local government not independently eligible. Such consortia are designed to plan and coordinate employment and training services in substantial portions of labor market areas. A prime sponsor can provide services through its own agencies or subcontract with other agencies for service delivery.

PRIME SPONSOR PLANNING COUNCILS

Councils at state and local levels representing a cross-section of the community, including elected and appointed officials, clients, and representatives of business and labor, organized to advise, plan, and coordinate employment and training activities. Each prime sponsor is required to have a planning council.

PUBLIC ASSISTANCE RECIPIENT

The term "public assistance recipient" denotes any person receiving Federal State or local government cash payments whose eligibility is determined by a need or income test.

PUBLIC SERVICE

The term "public service" includes work, including part-time work in such fields as environmental quality, health care, education, child care, public safety, crime prevention and control, prisoner rehabilitation, transportation, recreation, maintenance of parks, streets, and other public facilities, solid waste removal, pollution control, housing and neighborhood improvements, rural development, conservation, beautification, veterans outreach, and other fields of human betterment and community improvement.

SUBGRANTEE

A subgrantee is any government unit or private, non-profit agency which receives a grant from a prime sponsor, grantee, or any other eligible applicant under the Act. In Massachusetts, "subgrantee" usually refers to one of the 17 local governments which administer CETA programs in the Balance of State prime sponsor area.

UNDEREMPLOYED

Persons working full or part-time, receiving inadequate incomes. This category includes those working part-time because full-time work is unavailable, those working full-time with earnings that do not raise family income above the poverty or near-poverty level, and those whose abilities would qualify them for higher level jobs, when such jobs are available.

UNIT OF GENERAL LOCAL GOVERNMENT

The term "unit of general local government" means any city, municipality, county, town, township, parish, village, or other general purpose political subdivision which has the power to levy taxes and spend funds, as well as general corporate and police powers.

TITLES

The "comprehensiveness" of CETA is achieved through a system of eight Titles, with each Title providing a specific range of services. These services complement one another and, ideally, they lead to maximum employment opportunities and future economic self-sufficiency for enrolled participants. Four Titles are of major importance--Titles II, IV, VI, and VII. Title IV is of importance because of its youth provisions, while Title VII reflects the new federal commitment to jobs in the private sector with the creation of the Private Sector Initiative Program.

TITLE I: GENERAL PROVISIONS

The new Title I contains administrative provisions applicable to all programs. It further stipulates conditions governing training and work, limitations on political activity, prohibition against discrimination, and legal authority.

TITLE II: COMPREHENSIVE EMPLOYMENT AND TRAINING SERVICES

The new Title II establishes a framework for provision of comprehensive employment and training services through local prime sponsors. It also authorizes a variety of training, employment, and support services designed to give economically disadvantaged people the skills and experience necessary to prepare them for unsubsidized jobs. It includes services formerly authorized under Titles I and II, such as on-the-job training, classroom training, work experience, support services, and public service employment. Additionally, the new Title II provides the following: job search assistance, part-time and flex-time work arrangements, and programs to upgrade employees in public and private sector jobs. The following is a brief description of the opportunities provided by Title II:

On-The-Job-Training (OJT)

OJT refers to training conducted in a work environment, designed to lead to the maximum development of an individual's work potential and future economic self-sufficiency through demonstration and practice of particular occupational skills.

Classroom Training

Classroom training is any training conducted in an institutional setting designed to provide individuals with the technical skills and information required to perform a specific job or group of jobs. It may also include training designed to enhance the employability of individuals by upgrading basic skills, such as providing courses in remedial education, training in the primary language of persons of limited English-speaking ability, or English-as-a-Second-Language training.

Work Experience

Unlike the training programs, this program is not directed primarily to the immediate job placement of individuals following program completion. While participants in training programs should be job-ready when terminated, work experience participants may be in need of another program activity upon completion. Typical work experience activities include part-time work for students, exposure to work habits and career possibilities for out-of-school youth, and readjustment to the work environment for older persons. Program outcomes may include return to school for dropouts, enrollment in post-secondary education for high school graduates, enlistment in the military services, adjustments in employer attitudes, placement of older workers in part-time work, or participation in another program activity. Work experience in the private, for-profit sector is prohibited.

Public Service Employment (PSE)

PSE provides economically disadvantaged persons with transitional employment in jobs providing needed public services. These services can involve environmental quality, health care, education, child care, public safety, crime prevention and control, prisoner rehabilitation, transportation, recreation, maintenance of parks, streets, and other public facilities, solid waste removal, pollution control, housing, and neighborhood improvements, rural development, conservation, beautification, services to veterans, and other fields of human betterment and community improvement.

Supportive Service

The term "supportive services" means services which are designed to contribute to the employability of participants, enhance their employment opportunities, assist them in retaining employment, and facilitate their movement into permanent employment not subsidized under the Act. Supportive services may include health care, transportation, temporary shelter, child care, and financial counseling and assistance.

TITLE III: SPECIAL FEDERAL RESPONSIBILITIES

The new Title III provides the Secretary of labor with discretionary funds to address the special employment and training needs of certain segments of the population, including offenders, the handicapped, displaced homemakers, migrants, and Native Americans. The title also provide for labor market research and program evaluation activities.

TITLE IV: YOUTH PROGRAMS

Title IV establishes a variety of employment, training, and demonstration programs designed to explore methods of dealing with the structural unemployment of youth and to test the relative efficacy of dealing with youth unemployment problems in local contexts. These programs do not preclude the funding of programs dealing with immediate difficulties faced by youth who need but are unable to find jobs. Youth programs funded under this title include:

Subpart 1: Youth Incentive Entitlement Pilot Projects (YIEPP)

These projects are designed to demonstrate the efficacy of guaranteeing otherwise unavailable part-time employment or a combination of part-time employment and training to economically disadvantaged youth during the school year.

Subpart 2: Youth Community Conservation and Improvement Projects (YCCIP)

This is a program of community conservation and improvement projects to provide youth with employment, work experience, skill training, and opportunities for community service.

Subpart 3: Youth Employment and Training Programs (YETP)

These programs are designed to make a significant long-term impact on the structural unemployment problems of youth; they attempt to enhance job prospects and career opportunities.

Job Corps

Title IV also authorizes the Job Corps, a national program of residential training and supportive services for disadvantaged youth. Funding and operation of Job Corps centers are the responsibility of the U.S. Secretary of Labor.

TITLE V: NATIONAL COMMISSION FOR EMPLOYMENT POLICY

Title V authorizes a National Commission for Employment Policy which has the responsibility for examining broad issues of development, coordination, and administration of employment and training programs, and for advising the President and the Congress on national employment and training issues.

TITLE VI: COUNTERCYCLICAL PUBLIC SERVICE EMPLOYMENT PROGRAM

Title VI provides for temporary public service employment during periods of high unemployment. The public service employment authorized in Title IID of the new legislation is designed to serve the "structurally" *unemployed, while Title VI is intended to combat cyclical unemployment resulting from fluctuations in the economy. Funding for Title VI public service employment is linked to the national unemployment rate. In the current legislation, fifty percent of Title VI funds are to be used for projects with the remainder being used for individual job slots. Projects are defined as tasks which provide a new or expanded public service that would not otherwise be accomplished with existing funds. Projects may be funded for up to 18 months and may be extended. To be eligible for a Title VI position, either in a project or a job slot, one must be economically disadvantaged and unemployed for 10 of the past 12 weeks, or a welfare recipient.

TITLE VII: PRIVATE SECTOR OPPORTUNITIES FOR THE ECONOMICALLY DISADVANTAGED

Title VII provides for employment and training programs specifically geared to the needs of private sector employers through the creation of the Private Sector Initiative Program (PSIP). PSIP is designed to strengthen the link between CETA employment and training programs and private sector job opportunities. It establishes special advisory councils (Private Industry Councils) comprised of representatives of private industry, community leaders, educators, and union officials, to be appointed by prime sponsors. The Private Industry Councils are empowered to approve projects for funding, aid in setting training standards for particular jobs, arrange and negotiate contracts, expedite paperwork and the operating details on specific projects, operate local programs directly, and advise prime sponsors on all CETA private sector programs. Title VII activities may include on-the-job training, classroom training, and similar programs and may be used to augment private sector related activities funded under Title II.

* Structural unemployment affects the "hard-to-employ" who face difficulties in obtaining and retaining jobs due to lack of skills, physical or emotional handicaps, or attitudinal barriers.

TITLE VIII: YOUNG ADULT CONSERVATION CORPS

Title VIII authorizes the Young Adult Conservation Corps, which provides employment to youth who would not otherwise be productively employed. Participants are enrolled for a period of service during which they engage in useful conservation work and assist in completing other projects of a public nature on federal and non-federal public lands and waters. Seventy percent (70%) of the programs funded under this title are administered jointly by the Agriculture and Interior Departments.

III. APPLYING FOR CETA FUNDS*

There are seven major steps in applying for CETA funds from a prime sponsor:

1. Find out who your prime sponsor is;
2. Find out who the prime sponsor's CETA planner is and make an appointment to talk with the planner;
3. Become familiar with CETA in your area;
4. Find out the CETA funding processes for your area and the method for submitting your funding application;
5. Complete and submit your application;
6. Be visible and active on a year-round basis;
7. Find out about other CETA funding possibilities.

* Material in this section is an update of: A Guide to Seeking Funds from CETA. U.S. Department of Labor, Washington, D.C.: U.S. Government Printing Office, 1977 (Revised). 24pp.

Step 1 - FIND OUT WHO YOUR PRIME SPONSOR IS.

The first step in applying for CETA funds is to determine the location of the CETA prime sponsor in your area. Generally, there are three possibilities: your area will be covered by either a city or county prime sponsor; by a consortium prime sponsor; or by the Balance of State prime sponsor which has jurisdiction over a statewide network of subgrantees. (A list of Prime Sponsors and Subgrantees in Massachusetts is provided in Section V.)

Step 2 - Once you have this information, call the prime sponsor to FIND OUT WHO THE PRIME SPONSOR'S CETA PLANNER IS and MAKE AN APPOINTMENT TO TALK WITH THE PLANNER.

The CETA prime sponsor planner is the key contact person in each prime sponsor office. This person is generally the major source of CETA information for the prime sponsor; therefore, it is important to get to know and keep in general contact with this person.

If your prime sponsor is a local one, you will probably talk directly with the planner. If your prime sponsor is a consortium of the Balance of State, the planner may instruct you to talk directly with a designated person in your local subgrantee office rather than with the prime sponsor planner.

When making the appointment, you should state that the purposes of the requested meeting are: (a) to introduce your agency to the planner (if this has not been done previously); (b) to determine the prime sponsor's funding cycles; (c) to inquire about the CETA programs presently being funded; and (d) to discuss future funding possibilities.

(a) In introducing your agency to the planner, you should describe its purpose, size, functions, and activities. The CETA legislation requires that prime sponsors serve those members of the community who are unemployed, underemployed, or economically disadvantaged. In order to accomplish this, prime sponsors should work with local organizations representing those target groups (called "significant segments" in CETA terminology). Therefore, you should present your agency in these terms, explaining how you intend to serve, or already are serving, these target groups.

There probably will be four CETA titles under which you can apply to your prime sponsor for funds -- Titles II, IV, VI, and VII. (Section II contains a brief description of each of the CETA titles.) Private non-profit organizations and government agencies can operate employment and training programs under all of these titles; private for-profit business and industry can operate training programs under Titles II and VII. Private firms and organizations may be engaged in training under Title II (Section A, B, and C), Title VII or the youth programs in Title IV. Agencies and public service organizations may employ people in public service employment under Title II (Section D), Title VI, or the youth provisions of Title IV. Each title has slightly different eligibility requirements and different percentages of funds allocated for administration, training, and wages.

(b) An important consideration in determining your next action is the prime sponsor's timetable for making funding decisions. This will generally be

based on two factors: (1) the prime sponsor's fiscal year or program year dates¹ and (2) the date that funding applications are due in to the prime sponsor. Most prime sponsors have different funding cycles for Titles II, IV, VI, and VII. If you have missed the funding application cutoff date for one title, you might consider submitting an application under another title.

(c) Another consideration is the present funding of CETA programs in your community. The planner can make available a list of services and program operators. This information can help you draw up a realistic proposal and avoid duplication of services. For example, your organization may have considered requesting funds to set up a comprehensive counseling center, and you may find that such a center already exists. In that case, you may decide that your proposal should concentrate on providing additionally needed services for the existing center.

(d) If you have a specific funding request in mind, now would be an excellent time to discuss it with the planner. You should describe your funding request both in general terms of what you want funded and why, and in specific terms -- if you know them -- of money required, the exact types of services to be provided, the significant segments (target groups) you will serve, and other pertinent information. You should also discuss a realistic dollar figure for your proposal.

Probably the most important part of this discussion is why you want to receive CETA funds. It is critical to establish the need to obtain funding since the prime sponsor must justify the funding requests made to the Department of Labor in terms of meeting the employment and training needs of communities. Therefore, if you can demonstrate to the prime sponsor the extent to which you will be serving the unemployed, underemployed, or disadvantaged through your funding proposal, you will be that much ahead in the process. One of the most effective ways to accomplish this is through the use of statistics. If you have difficulty gathering this information, the planner should be able to provide you with assistance. Generally, you should find detailed demographic data, income data, education levels, labor force information, and skill shortage information to support your funding request. You should also ask the planner for any additional information required. It is extremely useful to become familiar with data sources and the most effective methods of utilizing them.

Step 3 - After you have had this preliminary introduction to CETA and to the CETA planner, you should BECOME FAMILIAR WITH CETA IN YOUR AREA.

Since CETA is usually integrated into the local governmental structure, it facilitates your ability to work with CETA if you know how to work with the political system of which CETA is a part. This includes:

¹ The federal government's fiscal year begins October 1 and ends September 30. However, not all prime sponsors operate on this basis; some operate on a July 1 to June 30 program year for Title II purposes.

(A) Determining the role of the prime sponsor's Planning Council or Area Planning Board² in the CETA decision-making process and determining possible inputs at that level. If you are interested in applying for Title II or Title IV funds, you should determine whether or not the Council considers these funding requests. If it does, you should then decide on the methods for making your requests known. The planner can help with this and can furnish the name of the chairperson of the Council. The prime sponsor's Planning Council is also required to review each project application submitted for Title VI funds. If you plan to submit such an application, ask the planner about the special procedures for the submission and review of these applications. Title VII proposals are channeled through the Private Industry Councils (PIC) rather than the Prime Sponsor Planning Councils.

(B) Determining your needs and making them known to the prime sponsor is essential.

Step 4 - In order to have specific input, you should FIND OUT THE CETA FUNDING PROCESS FOR YOUR AREA AND THE METHOD FOR SUBMITTING YOUR FUNDING APPLICATION.

Again, the planner would be your key contact for this information. There are many variations of funding methods used by prime sponsors: some fund programs only once a year; others fund throughout the year; and some have a contingency fund in the event new proposals are brought to their attention. The funding processes are different for each title.

In addition to these variations, prime sponsors have varying methods of requesting funding proposals from their communities. Some prime sponsors issue Requests for Proposals (RFP's) and follow a formal RFP procedure, most commonly for Title VI projects and Title IV youth programs. In this case, they usually issue either a specific RFP in which they are seeking a program operator for a predetermined program or service to be provided, or they may issue a general RFP which solicits proposals that have a broader scope. Some prime sponsors may utilize a public hearing process at which all agencies which request funding present their proposals. Others may accomplish this by a presentation to the Prime Sponsor Planning Council. You can probably have a more effective impact on this process if you ask to have your agency put on the solicitation source list or other appropriate means the prime sponsor utilizes to receive funding requests.

Follow the guidance of the prime sponsor regarding the method for submitting your funding application. However, you should be aware of your other options as well. Generally, there are two ways to submit proposals: (1) answer an RFP (or similar solicitation process); (2) submit an unsolicited proposal to the prime sponsor.³

² Each prime sponsor is required to establish a Planning Council made up of community representatives to advise and make recommendations to the prime sponsor concerning CETA activities. In addition, each subgrantee in the Balance of State prime sponsor has an Area Planning Board, which acts as a Planning Council at the local level.

³ If you miss the cutoff date for submitting applications, if the prime sponsor does not request proposals, or if there are other circumstances in which you want to draw your funding request to the prime sponsor's attention, you may submit an unsolicited proposal to the prime sponsor at any time.

Step 5 - After you know which method you will use, you should then COMPLETE AND SUBMIT YOUR APPLICATION.

The two most important considerations here are timeliness and thoroughness. Remember that your request should build from the justification for the funding based on fulfilling a community need to serve the economically disadvantaged, unemployed, and underemployed. It is critical to convince the prime sponsor that your organization is capable of administering a good program. To do this, you must show evidence of expertise, solvency, adequate primary and support staff, and facilities. Also, the prime sponsor will usually provide you with instructions on completing funding applications. If they are not provided, go back to the planner and ask for them. The other vital step is submitting your proposal by the deadline date designated by the prime sponsor.

Step 6 - BE VISIBLE AND ACTIVE ON A YEAR-ROUND BASIS.

If you are funded, congratulations! If you are not, do not give up. Keep yourself visible and active throughout the year, rather than just at funding time. Offer the prime sponsor any volunteer services your agency can provide; for example, emergency day care for CETA participants. Contact the agencies that receive funding to see if there are services you can offer them. Update your application and find ways to improve it for the next try. Most important, keep in contact with the prime sponsor to see how the employment and training needs of the community are being served throughout the year.

Step 7 - FIND OUT ABOUT OTHER CETA FUNDING POSSIBILITIES.

Whether or not you are funded by the prime sponsor, you should become aware of other CETA funding possibilities. Two options are particularly appropriate for direct applications from community non-profit agencies -- the Governor's discretionary or "4 percent" funds and special types of Title IV programs.

The Governor's discretionary or "4 and 6 percent" funds are reauthorized by the CETA amendments of 1978 and provide monies to the Governor of each state for various types of employment and training programs and services throughout the State (see Section V). Information about the programs currently funded and methods for applying for funding can be obtained from the State Employment and Training Council.

CETA Title III provides the Secretary of Labor with discretionary money. Much of this money is directed to programs designed to serve certain selected population segments, such as youth, migrants, Indians, women, and veterans. Title III funds also support research and development, and demonstration projects. Although a portion of this money is made available to prime sponsors from time to time, most of the discretionary money originates from, and is controlled by, the national office of DOL. By having your name on the Prime Sponsor Source list, you will probably be contacted when any Title III funding becomes available in your area. However, for those programs that are administered by the regional office, you are advised to consult the Federal Register in order to be aware of all discretionary funding that becomes available.

IV PUBLIC SERVICE EMPLOYMENT

Questions and Answers

1. Which titles of the CETA act contain provisions for public service employment?

There are two distinct types of public service employment contained in Title IID and Title VI respectively.

2. What is the difference between Title IID and Title VI Public Service Employment?

Basically, Title IID is geared to the structurally unemployed, that is, those who need transitional employment because they lack skills; while Title VI addresses itself to countercyclical unemployment, that is, high rates of unemployment caused by fluctuations in the national economy.

There are also shared differences in the provisions of the two titles, specifically: (1) the eligibility requirements are different for the two titles, (2) different percentage of funds are allocated for wages, administration and training, (3) Title VI consists of 50% projects; Title IID may be projects or job slots at the prime sponsor's discretion, (4) under Title IID wages may not be supplemented; Title VI allows wage supplementation up to \$11,000, (5) funding for Title VI is geared to the national unemployment rate; funding for Title IID is more predictable, and (6) all Title IID jobs must be entry-level jobs -- this does not apply to Title VI.

3. What are projects?

Under Title VI of the CETA amendments of 1978, projects are tasks or groups of related tasks with specific objectives that result in the provision of a public service.

4. What is the difference between a project and a job slot?

Both must provide public service. While a job slot may be open-ended (although an individual participant may work for a maximum of 18 months), a project must have an objective which can be accomplished in 18 months or less. Project proposals are generally solicited through a Request for Proposal, while job slots are allocated in a less structured manner.

5. Can "project" be more specifically defined by a prime sponsor?

Yes, the prime sponsor may further limit the definition of projects. For example, a prime sponsor may:

- o Establish parameters regarding the size of each project, e.g., a project may not serve less than five participants nor more than 50 participants;
- o Identify priority public service needs areas, e.g., the environment, weatherization, and juvenile delinquency programs; and
- o Limit the duration of projects, e.g., projects must range from 6 to 12 months.

Additionally, the prime sponsor may wish to establish other priorities in the solicitation and review of project applications, e.g., projects aimed at particular segments of the unemployed population, such as women, non-English speaking persons, or the handicapped.

6. Who may apply to operate a project?

Eligible project applicants include governmental units (including the prime sponsor), local educational agencies, and public and private non-profit organizations engaged in public service, including community-based organizations and community development corporations. It should be noted that there is a general prohibition against placement of public service employment participants with private non-profit agencies and organizations not engaged in activities of a public service nature. However, organizations such as labor unions and chambers of commerce which are not, strictly speaking, public service organizations, may sponsor projects if the projects are designed to meet a public need.

7. Who is eligible to work in a Title VI project?

Any person who has been unemployed for 10 of the last 12 weeks, is currently unemployed, and whose family income is at or below the lower living standard⁴ or whose family is on welfare is eligible.

8. Are administrative costs allowed in Title VI projects?

Yes, at least 80% of Title VI funds must be used for wages and fringe benefits, and the remaining 20% may be used for administration and training. At least 10% must be used for training in FY'79 and 5% in future years. The remainder (10% in FY'79 and 15% in future years) covers administrative costs of both the Prime Sponsor and the project.

9. What are the participants' rights regarding length of participation in a project?

The law states that a person can work in public service employment for a maximum of 18 months. However, prime sponsors may set stricter limits if they so choose. The Massachusetts Balance of State prime sponsor limits participation to 12 months. There is no requirement that all projects be of equal length.

10. What wages do Public Service workers earn?

Participants in Public Service Employment must be paid at prevailing wages for comparable work and must receive fringe benefits comparable to those of other public employees. The maximum CETA salary is \$10,000 but this may be supplemented from other sources (in Title VI only), to bring the total wage to \$11,000. Wages for public service participants differ according to prime sponsor area, ranging from \$6635. to \$7805.

11. What is the role of the prime sponsor planning council in the funding of projects?

A copy of each project application goes to the planning council. Although the planning council's role is only advisory, prime sponsors cannot disapprove an application without first considering the planning council's comments and recommendations and providing the council a written statement of reasons for disapproval.

⁴ lower living standard means that income level (adjusted for regional and family differences) determined annually, based on the most recent lower living family budget.

12. How are project applications handled in subgrantee areas?

Subgrantees within the Balance of State prime sponsor are responsible for reviewing and approving project applications for their geographic areas. These project applications must also be reviewed and acted upon by the prime sponsor's planning council.⁵

The subgrantees' approved project applications should be submitted to the prime sponsor for review, approval, and incorporation into the prime sponsor's plan.

13. What is the meaning of the requirement that a substantial amount of public service projects and funds go to non-profit and other non-municipal agencies? Are there any percentages established federally or regionally in this regard?

The Department of Labor has directed that a minimum of 30% of Title VI projects must be administered by non-profit agencies. Additionally, the Balance of State prime sponsor has earmarked 10% of public service positions (in Title IID and Title VIA), for state agencies. Other prime sponsors are encouraged to allocate 10% of their public service positions to state agencies.

14. Are income-generating projects allowed?

The amended CETA act allows program income to be retained by the recipient to continue to carry out the program, notwithstanding the expiration of financial assistance for that program. (Sec. 123(h), CETA amendments of 1978)

⁵ Each subgrantee within the Massachusetts Balance of State prime sponsor has an Area Planning Board which serves as a planning council on the local level.

V THE GOVERNOR'S SPECIAL GRANTS

Title II of the 1978 CETA Act combines some of the provisions of the former Titles I and II (comprehensive manpower services and public service employment programs) into a single title targeted at economically disadvantaged persons. Programs funded under Title II include training, upgrading, employability development, and public service employment, programs needed to enable the economically disadvantaged person obtain unsubsidized employment.

The Governor's Special Grants (Discretionary Funds) include a four-part allocation of Title II funds and a percentage of Title IV (Youth) funds. In Massachusetts, the Special Grants are administered by the State Employment and Training Council staff, who are also responsible for staff support to the Council, an advisory body to the Governor on employment and training matters.

FOUR PERCENT (4%) PROGRAMS

Programs funded under the 4% allocation of Title II (A, B, C) are earmarked for coordination efforts and special services to prime sponsors. The SETC Program Design Committee, with support from the Council staff, commits these funds for several specific uses:

- 1) State Employment and Training Services
To address statewide employment and training issues and to provide assistance to those agencies and programs throughout the State that are providing employment and training and other related services.
- 2) Aid to Special Groups and Individuals
To provide financial assistance for special programs and services designed to meet the needs of groups and individuals not adequately served by other employment and training programs.
- 3) Compile Planning Information
To research, develop, and publish information on economic, industrial, labor-market, and other related issues or conditions.
- 4) Technical Assistance to Prime Sponsors
To provide information and technical assistance to assist prime sponsors in developing and implementing their programs.
- 5) Experimental Programs
To plan and administer special innovative programs which are designed and carried out to promote and facilitate their subsequent adoption, in whole or in part, by prime sponsors.

ONE PERCENT (1%) ADMINISTRATIVE FUNDS

One percent of the Title II (A, B, C) funds are designated for the administrative costs of the State Employment and Training Council and its staff. If a state council does not need the money allocated for any fiscal year, the funds are available for the Governor's coordination and special services programs (4% programs).

SIX PERCENT(6%) PROGRAMS

A 6% allocation of Title II (A, B, C) money goes to the Governor and is used for supplemental vocational education assistance in areas served by prime sponsors. These services are agreed upon by the state vocational education board and the local prime sponsor. The grant is jointly administered by the SETC staff and the Massachusetts Division of Occupational Education, acting in lieu of a state vocational education board.

Eighty-five percent of the 6% funds are to be used for vocational education and services to participants in the prime sponsors' Title II programs. The remainder of the funds are designated for use in the following ways:

- 1) to coordinate programs funded under the 6% grant with existing vocational education programs and to use these coordinated efforts to enhance economic growth and development in the State;
- 2) to develop links between vocational education programs and private employers; and
- 3) to provide information and technical assistance to local education agencies and institutions and prime sponsors to assist them in making appropriate cooperative arrangements.

THE GOVERNOR'S YOUTH GRANT

Under Title IV (subpart 3,A) of the revised legislation, 5% of the total allocations for Youth Employment and Training Programs will be made available to state governors for special statewide youth services in accordance with a special statewide policy. Programs funded by this grant will:

- 1) provide financial assistance for employment and training opportunities for all eligible youth;
- 2) provide labor market and occupational information to prime sponsors and local educational agencies without reimbursement;
- 3) provide occupational and career guidance and counseling and placement services for in-school and out-of-school youth;
- 4) carry out special model employment and training programs with particular emphasis on experimental job training in the private sector; and
- 5) provide financial assistance for expanded and experimental programs in apprenticeship trades or the development of new apprenticeship arrangements.

ONE PERCENT(1%) COORDINATION FUNDS

One percent of the entire Title II (A, B, C, and D) allocations are set aside for coordination between prime sponsors and appropriate educational institutions and agencies. These funds are to be used to provide participants in Title II programs with services which are delivered jointly by state employment and training agencies, educational agencies and institutions, and institutions running training programs approved by the Secretary of Labor. This grant, unlike the 1%, 4%, and 6% allocations, is a new grant under the 1978 legislation.

VI DIRECTORY OF MASSACHUSETTS PRIME SPONSORS AND SUBGRANTEES

MASSACHUSETTS CETA PRIME SPONSORS

CETA Office/Address/Telephone

Employment and Economic Policy
Administration
15 Beacon Street, 8th Floor
Boston, MA 02109
725-3628

Brockton Manpower Consortium
362 Belmont Street
Brockton, MA 02401
584-1887

E. Middlesex Human Resource
Development Authority (EMHRDA)
196 Broadway
Cambridge, MA 02139
876-6800 Ext. 330

CETA-Fall River Consortium
95 North Main Street
Fall River, MA 02720
675-1161

Lowell CETA Consortium
89 Appleton Street
Lowell, MA 01852
459-2336

New Bedford CETA Consortium
P.O. Box A-2102
New Bedford, MA 02741
999-3161
Office Location:
1215 Purchase St., New Bedford

Prime Sponsor/Municipalities Served

Boston Prime Sponsor

Boston

Brockton

Abington	Easton
Avon	Hanson
Bridgewater	Stoughton
Brockton	W. Bridgewater
E. Bridgewater	Whitman

Cambridge

Arlington
Belmont
Cambridge
Somerville
Watertown

Fall River

Fall River
Freetown
Somerset
Swansea
Westport

Lowell

Billerica	Lowell
Chelmsford	Tewksbury
Dracut	Tyngsborough
Dunstable	Westford

New Bedford

Acushnet	Mattapoisett
Dartmouth	New Bedford
Fairhaven	Rochester
Marion	Wareham

CETA Office/Address/Telephone

Hampden County Manpower Consortium
6 Frost Street
Springfield, MA 01105
(413) 781-5630

Worcester Manpower Consortium
340 Main Street, Room 467
Worcester, MA 01608
757-2748

Mass. Balance of State Prime Sponsor
Department of Manpower Development
C.F. Hurley Building, 4th Floor
Boston, MA 02114
727-7668

Prime Sponsor/Municipalities Served

Springfield

Agawam	Monson
Blandford	Montgomery
Brimfield	Palmer
Chester	Russell
Chicopee	Southwick
E. Longmeadow	Springfield
Granville	Tolland
Hampden	Wales
Holland	Westfield
Holyoke	W. Springfield
Longmeadow	Wilbraham
Ludlow	

Worcester

Auburn	Paxton
Boylston	Rutland
Grafton	Shrewsbury
Holden	Spencer
Leicester	West Boylston
Milbury	Westborough
Northborough	Worcester

Massachusetts Balance of State

Subgrantees (serving the remaining
277 municipalities):

Chelsea	Northampton
Fall River	Norwood
Gardner	Pittsfield
Greenfield	Plymouth
Hopedale	Quincy
Lawrence	Salem
Lynn	Southbridge
Marlboro	Taunton
Medford	Yarmouth
Newton	

MASSACHUSETTS BALANCE OF STATE CETA PRIME SPONSOR

SUBGRANTEES

Subgrantee Office/Address/Telephone

CETA - Chelsea Consortium
City Hall
280 Broadway
Chelsea, MA 02150
884-1755

CETA - Gardner Consortium
130 Elm Street
Gardner, MA 01440
632-3193

CETA - Greenfield Consortium
13 Newell Court
Greenfield, MA 01301
(413) 774-3182, 774-8384

CETA - Hopedale Consortium
Town Hall
Hopedale, MA 01747
473-3972

Subgrantee/Municipalities Served

Chelsea

Chelsea
Revere
Winthrop

Gardner

Ashburnham	Lancaster
Ashby	Leominster
Ayer	Lunenburg
Barre	New Braintree
Berlin	Oakham
Bolton	Pepperell
Clinton	Princeton
Fitchburg	Shirley
Gardner	Sterling
Groton	Templeton
Hardwick	Townsend
Harvard	Westminster
Hubbardston	Winchendon

Greenfield

Ashfield	Monroe
Athol	Montague
Barnardston	New Salem
Buckland	Northfield
Charlemont	Orange
Colrain	Petersham
Conway	Phillipston
Deerfield	Rowe
Erving	Royalston
Gill	Shelburne
Greenfield	Shutesbury
Hawley	Sunderland
Heath	Warwick
Leverett	Wendell
Leyden	Whately

Hopedale

Blackstone	Millville
Douglas	Northbridge
Hopedale	Sutton
Mendon	Upton
Milford	Uxbridge

Sugra ntee Office/Address/TelephoneSubgrantee/Municipalities Served

CETA - Lawrence Consortium
90 Broadway, Room 204
Lawrence, MA 01840
682-2247

Lawrence

Amesbury	Methuen
Andover	Newbury
Boxford	Newburyport
Georgetown	North Andover
Groveland	Rowley
Haverhill	Salisbury
Lawrence	West Newbury
Merrimac	

CETA - City of Lynn
City Hall, Room 205
Lynn, MA 01901
598-4000 Ext. 55

Lynn

Lynn
(public service employment only;
other services through Salem office)

CETA - Marlborough Consortium
City Hall
255 Main Street
Marlborough, MA 01752
481-4301

Marlborough

Acton	Littleton
Ashland	Marlborough
Boxborough	Maynard
Carlisle	Natick
Concord	Sherborn
Framingham	Southborough
Holliston	Stow
Hopkinton	Sudbury
Hudson	Wayland

CETA - Medford Consortium
c/o Old Medford High School
22 Forest Street
Medford, MA 02155
395-7600

Medford

Burlington	Reading
Everett	Stoneham
Malden	Wakefield
Medford	Wilmington
Melrose	Woburn
North Reading	Winchester

CETA - Newton Consortium
320 Needham Street
Newton, MA 02164
964-4800

Newton

Bedford	Needham
Brookline	Newton
Dover	Waltham
Lexington	Wellesley
Lincoln	Weston

CETA - Northampton Consortium
150 Main Street
Northampton, MA 01060
(413) 586-5894

Northampton

Amherst	Middlefield
Belchertown	Northampton
Chesterfield	Pelham
Cummington	Plainfield
Easthampton	Southampton
Goshen	South Hadley
Granby	Ware
Hadley	Westhampton
Hatfield	Williamsburg
Huntington	Worthington

Subgrantee Office/Address/Telephone

CETA - Norwood Consortium
 Post Office Box 740
 Norwood, MA 02062
 769-4120
 Office Location:
 59 Davis Avenue, Norwood

CETA - Pittsfield Consortium
 Berkshire Training & Employment Program
 St. Mark's School
 400 Columbus Avenue
 Pittsfield, MA 01201
 (413) 499-2220

CETA - Plymouth Consortium
 Cordage Park
 Building #20
 Plymouth, MA 02360
 747-1660

CETA - Quincy Consortium
 1073 Hancock Street, 4th Floor
 Quincy, MA 02169
 773-3983

CETA - Salem Consortium*
 Box 706
 Salem, MA 01970
 745-9280
 Office Location:
 Old Salem High School
 29 Highland Avenue, Salem

* Title II A, B, C, services only: public service employment through City of Lynn CETA

Subgrantee/ Municipalities ServedNorwood

Bellingham	Millis
Canton	Norfolk
Dedham	Norwood
Franklin	Plainville
Foxboro	Sharon
Medfield	Walpole
Medway	Westwood
	Wrentham

Pittsfield

Adams	New Ashford
Alford	New Marlborough
Becket	North Adams
Cheshire	Otis
Clarksburg	Peru
Dalton	Pittsfield
Egremont	Richmond
Florida	Sandisfield
Gr. Barrington	Savoy
Hancock	Sheffield
Hinsdale	Stockbridge
Lanesborough	Tyringham
Lee	Washington
Lenox	West Stockbridge
Monterey	Williamstown
Mt. Washington	Windsor

Plymouth

Carver	Marshfield
Duxbury	Pembroke
Halifax	Plymouth
Hanover	Plympton
Kingston	Rockland

Quincy

Braintree	Norwell
Cohasset	Quincy
Hingham	Randolph
Holbrook	Scituate
Hull	Weymouth
Milton	

Salem

Beverly	Middleton
Danvers	Nahant
Essex	Peabody
Gloucester	Rockport
Hamilton	Salem
Ipswich	Saugus
Lynn	Swampscott
Lynnfield	Topsfield
Manchester	Wenham
Marblehead	

Subgrantee Office/Address/Telephone

CETA - Southbridge Consortium
Town Hall
41 Elm Street
Southbridge, MA 01550
765-5404, 76505405

CETA - Taunton Consortium
P.O. Box 787
Taunton, MA 02780
823-8151
Office Location:
Human Services Office
239 Broadway, Taunton

CETA - Yarmouth Consortium
96 Falmouth Road
Hyannis, MA 02601
771-0141, 771-0144, 771-0723

Subgrantee/Municipalities Served

Southbridge

Brookfield	Sturbridge
Charlton	Southbridge
Dudley	Warren
E.Brookfield	Webster
Oxford	West Brookfield
N. Brookfield	

Taunton

Attleboro	Norton
Berkley	N. Attleboro
Dighton	Raynham
Lakeville	Rehoboth
Manfield	Seekonk
Middleborough	Taunton

Yarmouth

Barnstable	Mashpee
Bourne	Nantucket
Brewster	Oak Bluffs
Chatham	Orleans
Chilmark	Provincetown
Dennis	Sandwich
Eastham	Tisbury
Edgartown	Truro
Falmouth	Wellfleet
Gay Head	West Tisbury
Gosnold	Yarmouth
Harwich.	

